

THE APPROPRIATION (NO. 2) i
BILL, 1959—continued

SHRI AMOLAKH CHAND (Uttar Pradesh): Mr. Chairman, yesterday-while I was speaking, I was discussing the control of expenditure and paper economy. Now, Sir, there is another aspect of the administration to which, I want to draw the attention of the Home Minister and the Finance Minister and that is about leakage of secrets. My friend, Mr. Bhupesh Gupta, is leaving the House when I was just going to refer to the secret documents he produced in this House from the National Coal Development Council. This shows that there is not sufficient administrative control on the Services end, therefore, I feel that there should be stricter control.

Talking about some cuts or some control over Defence expenditure, hon. Dr. Kunzru and Dr. Raghubir Singh did not agree that there should be a cut of Rs. 24 crores in the Defence budget. I do not agree with them and I have got reasons for that. If we look into the Audit Reports and the Public Accounts Committee's Reports, we will find that lakhs and lakhs of rupees have been spent without any realisation to the Defence Services and there is need for a stricter control.

DR. RAGHUBIR SINGH (Madhya Pradesh): I did not object to economy and stricter control. I only said that there should be more expenditure on the expansion of the Navy and the expansion of the Air Force.

SHRI AMOLAKH CHAND (Uttar Pradesh): What I was submitting was that if you can have better control of your expenditure, you can certainly look into the schemes which may be essential for the purpose.

Now, Sir, what we find from the statement of the Prime Minister last year is that he made a special move to have economy, but we do not know the details of the economies which

have been effected. To quote only one instance, I know that recently some 140 persons or over 125 persons have jumped from grade to grade within two months doing the same work at the cost of about Rs. 2 to Rs. 3 lakhs. I would like the Finance Minister to look into this matter and to have better control on unnecessary and avoidable expenditure.

Now, Sir, there are other things where we could pay more attention. I would refer to co-operation. Cooperation is essential in all fields of life, even in this House, in industry and in all fields and the Nagpur Resolution has shown us the way. More than Rs. 20 crores have been allotted this year to the Community Development and Co-operation budget. I had occasion last week to look into some of the community development schemes in the State of UP. and the territories of Tripura and Manipur. I was surprised to find from the officers that they had never visited those places and the places which were supposed to be the best and to be shown to the members of the Public Accounts Committee. The Assistant Development Officer who was accompanying us, when we reached the spot, wanted to know whether we had come to the right place or to a wrong place. Now, Sir, when we are spending Rs. 20 crores on Community development, it is proper time after eight years or ten years of this experiment to have a better control. In the initial stages one would not grudge if we committed some mistakes. Now it is time that we looked into all these things.

DR. RAGHUBIR SINGH: Would you suggest any device for reconsideration of the whole scheme or you merely ask for control and check?

SHRI AMOLAKH CHAND: Mr. Cha'rman, I have not got sufficient time at my disposal and I would not like to be interrupted on this debatable point but I would like to say that we should have better control and we shall have to go step by step improving everything.

[Shri Amolakh Chand.]

Sir, nowadays we hear of the dispute between the public sector and the private sector. The Prime Minister has already explained that these two can co-exist, and there should be no fear in any sector, either the private sector or the public sector, that the one is going to overawe the other. We are receiving loans and loans and we have to repay them and we should see that every pie that we spend is spent for the good of the common man.

I would not like to take much time of the House, and would conclude by saying that we are an underdeveloped country in material resources as on account of our past heritage we have placed salvation—'Mufcti'—before Arth and *Kam*. It is the after-effect of long drawn-out slavery and our condition today is miserable and we want a bright future. People in big cities are living a very hard-pressed life. The problems before us are vast. I have a personal feeling that if my hon. friends on the Opposition Benches ward off their opposition to the emancipation of the masses and do not create strikes . . .

SH^{-T} BHUPESH ' GUPTA (West Bengal): We do not oppose the emancipation of the masses at all.

SHRI AMOLAKH CHAND: You will have your chance to speak.

MR. CHAIRMAN: There are so many members of the Opposition; you are not the only member of the Opposition.

SHRI BHUPESH GUPTA: I said none opposes it.

SHRI AMOLAKH CHAND: ... for every inconceivable ill resulting in the loss of man-days, work and involving extra expenditure on the part of the exchequer, it will help the Government in relieving the present pressing poverty and creating self-confidence among the people. I am

sure that there is a bright future for the country by the successful implementation of the Five Year Plans. I would also appeal to them, Sir, to act in a way that with the joint effort of the people, of every individual, we can achieve the desired prosperity and we can stand shoulder to shoulder with the other prosperous nations. Mr. Chairman, to err is human, to forgive is divine and to join hands to relieve the backwardness of our fellow citizens to make their future happy and make them lead a life of honour is the greatest thing which a human being can do, and I feel that with this outlook every individual, either in office or in authority or in the street, can play an important role by making his whole life useful for a noble cause. I in raising the standards, both moral and spiritual.

DR. P. J. THOMAS (Kerala): Mr. Chairman, I wish to speak on the problem of unemployment. I think it is a very fundamental problem. It has not been tackled adequately in spite of our efforts in the past. I think it is connected with the food production problem and also the construction of houses and buildings. In my opinion, these three problems can be tackled together creating really greater production and an increased national wealth. But unfortunately we do not take to planning in that way. It was a question of construction of huge dams in the First Five Year Plan and of big steel plants in the Second Five Year Plan.

Sir, we have in the last ten years increased our civil expenditure threefold and also we have enormously increased our capital expenditure. ! But what has been the result? Really I speaking, the improvement has not been much in this respect. Of course, some very important items have been carried out—the steel plants, the big dams and so on. They are all necessary for us. But for the time being, we want more food, we want more employment. People are starving for lack of food, they are very impatient about it, naturally.

Sir, unemployment is of two categories—chiefly of the educated classes and of the ordinary illiterate people. But as a matter of fact, today almost all the unemployed want something better. Formerly when they had a lesser number of schools and so on, people were satisfied with something to do, with some work to do—even hard work. Today people want something better. First of all, they want easier work which they could do sitting and secondly they also want a better income from work. Therefore the inclination has changed now. The mere number of the schools the more this inclination. I come from a part of the country where population is going up very fast and schools are also increasing. What is the consequence? Unemployment is tremendous and it has increased considerably in the last few years in spite of whatever we have done. Whenever I go to my part of the country, it is impossible for me to remain in my house because almost every day these people come. What for? They ask me to recommend them for jobs and help them in securing employment. But how much can I help them? I often find it extremely difficult in getting out of my house on account of these people.

Certain employment figures have been given by the Government. In my opinion, some of these figures are under-estimates because they have in mind only those who are totally unemployed. There may be some work for some persons and even according to the analysis given by the Planning Commission, a large number of people—the so-called gainfully employed persons—have work for only a few hours in a week. Then what is the good of this gainful employment? It may be that those who are absolutely unemployed are few. Large numbers are doing some hours a week or one hour a day even. But they cannot get anything much out of that. Therefore, the whole position is very bad. According to the Planning Commission's Report, you will find under the present Plan there is unemployment

to be tackled to the tune of 5·3 million in regard to rural and urban population and about 15 million of the new entrants, with the corresponding increase in population. Assuming that this is bad, what have we done? Have we been able to tackle this problem sufficiently? My own fear is that our expectations cannot be fulfilled because first of all, we have been trying to have more of large-scale industries and they cannot absorb many of them. The more the rationisation, the less is the scope for employment. Of course, we have been speaking much about cottage and small-scale industries. I am a great believer in those things. Cottage and small-scale industries are required in our country. Well, there is Khadi, handloom, hand-pounding of rice and all these. Unfortunately our young people want something which will pay them more. Again khadi goods are not so easy to dispose of. Their price is rather high. In spite of the facilities given by Government for these industries, production is very little; employment possibilities also are very little. Of course, such handicrafts are very good, particularly for women working in their homes. I find the social service bodies are doing good work under Shrimati Deshmukh. Such work is very necessary for women. But for young people we want more of small-scale industries because after all only at the higher technical levels higher incomes may be given to them, and therefore all of us have been very keen on cottage and small-scale industries at the higher technical level; that is to say all kinds of goods should be profitably made. In regard to this also, except in Punjab, progress has been very limited. You go to Ludhiana or somewhere else in Punjab and you will find that the people there are hard-working and enterprising. Much work is being done in the small industries which are ancillary to big industries. They are making cycle parts and so on, and also several other articles. But in other States, particularly in the South, in the region where I come from, progress has been very limited. Industries should be opened there for providing employ-

[Dr. P. J. Thomas.]

ment for people. Now, why is it that the small-scale industries are not succeeding? It is because we have not planned them on a proper basis. We cannot have small-scale industries on a higher plane unless we have power and except in certain bigger towns we cannot have power. Again, expert skill is not available.

Really speaking if you want to expand the small-scale industries, the only way is to plan certain multi-purpose units in smaller towns where there are some workshops to assist. Provide one room for one small industry and power should be made available to all. The whole establishment should be housed at one place and the whole thing must be given the necessary apparatus under a State-organised system. It will "be something on the lines of an Industrial Estate but more elaborate than that, so that we may enable our younger people to come and take up some industry after some little training. With marketing facilities provided to them, they would pursue it.

The explanation of the Planning Commission is that in the next three Plans we will have to tackle 66 million unemployed people in the country, and for this, they think they would require Rs. 40,000 crores to be raised. Now, Sir, this way of looking at planning for a country like ours, to my mind, is not quite practicable. Here is a country where vast manpower is lying unused. At the same time natural resources are also lying unused. What do we want? We want more food, more houses, and all this can be provided. After all, why should we strave when there is land available close by or even within a few miles—plenty of waste land? Even in my State of Kerala there are several lakhs of acres of waste land available. There is some good land also available and there is work also. Similarly, Sir, sufficient house-room is not available. Almost all the towns are getting more and more thickly

populated. Young men are coming away from rural areas for employment, even others. Even families are coming to towns to educate their children. Almost every town is faced with the accommodation problem, problem of house-room. More accommodation is required. And I tell you plenty of people are ready to work. Well, you may say that for building houses it is not the land alone which is required. You require so many other things. Cement may be in short supply and all that. I say cement is not required for ordinary purposes unless you want big buildings. Ordinary people require small accommodation, small houses and for that we can get all the necessary ingredients or even cement. It is more a matter of human labour.

So I ask this fundamental question. Human power and natural resources are lying unused. Yet, we have no food. Food prices are going up and also we have no house-room. It is a very silly position. That is to say, what are we doing to use our idle capacity? To my mind the fundamental question of planning in a country like ours. Where people are unemployed but where resources are plenty, is not this way. We must therefore, along with these big dams and big industries, bring together the unemployed persons, bring younger persons as I said, places where they could cultivate or carry out small-scale industries or put up houses.

For all this you do not require much capital. When you say Rs. 40,000 crores, are you thinking of Western countries, their mode of living and so on? Here in our country we are not expected to live on that standard. We must be able to provide all these things by using idle man-power and idle resources. That kind of plan is required. Now, the question is how to do it?

We are now talking a great deal of co-operation. Why disturb the people who are already filling their own

holdings? Let us by all means push on co-operation. Smaller people, who have got small holdings of their own, who are doing their own work, can be persuaded provided they can be shown that by co-operative farming more profit can be made. First of all, demonstrate it by taking younger persons who have no attachment to land, who are just coming up. Train them in agriculture. Put them in cooperative colonies, in good wasteland. Give them more facilities and thus demonstrate to the whole country the advantages of having co-operatives, rather than talk, about it. By merely talking we are getting all this trouble, inter-sectional jealousies and so on. Now, food production can be increased without disturbing our present arrangements. By all means, start co-operatives. What I mean to say is that for demonstration purposes the best venue is waste land, where unemployed younger people should be colonised. No one says they cannot find the men for that. I am prepared to supply one lakh people from Kerala, hard-working people. These people require just enough to eat and live. They are prepared to work hard, and produce provided they can get enough to eat and live. Demonstration, to my mind, is much more effective than all this talk about service co-operatives and about co-operation for joint farming and so on, creating all this unnecessary controversy.

This is not just my own idea. It is being already. In my countries in the past where large numbers of people were unemployed, it was done. Germany, for instance, in 1921—while I was there—did this? At that time thousands even lakhs of youngmen from the universities and schools were unemployed. They were taken to forests, resorted to afforestation, planting trees, building houses and so on. They were brought in batches under some proper control. Some of them were University graduates, living in some of the forest areas and studying occasionally, having discussions, but doing mostly hard physical labour.

And, in about three or four years time everything improved. Economic conditions changed and they were able to go back to their homes and get back to their industries.

Similarly, in America in the time of J. Roosevelt in 1932-34 there was terrible unemployment. There were younger people on the streets. They organised them, camped them and gave them work, and gradually when conditions improved, they went back to their old places or got new occupations. I happen to know some of the persons who were taken to these camps—I foundlings, youths. They have now become the leaders of American industry. They are big men drawing thousands of dollars a month because they used the opportunity. The same thing is now going on in China but there they have much wider plans and more comprehensive co-operatives.

MR. CHAIRMAN: You have taken ; 15 minutes.

DR. P. J. THOMAS: I may take two j or three minutes more.

In China they have been doing all j these by utilising the idle man-power j and in that way they were able to push , on and today we find that they have taken a big leap forward. In cooperatives, utilisation of the idle manpower is a fundamental factor. Of course, work also counts. You get the work done by employing the unemployed persons after a little training.

By the way, Sir, I find in the papers that Hyderabad Congress Committee, the A.P.C.C., has already planned a I thing like this. They have got a scheme a three-cornered scheme of unemploy- ed persons being employed, utilising ! them for house building purposes and ; also for food production. I wish well j for that scheme and, I hope that this j scheme would become the basis of the ; next year's programme of the national i Congress. To my mind a scheme like the Hyderabad scheme is very valu- ; able and I think this scheme is better than the resolution that was passed at Nagpur. By this scheme you pro- i vide work for the unemployed and

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also produce more food and build more houses.

Sir, why I am speaking all these repeatedly is because I have been studying this problem for the last thirty years. I have seen work of this nature in foreign countries. I gave my suggestions to the Planning Commission—in fact I was then in Hospital. I also came up later for the same purpose, to give these ideas in connection with the preparation of the Second Plan. A part of my scheme was that we should bring people together in rural areas on wasteland, for agricultural purposes and also start small-scale industries for them after giving them some training. For this purpose we prepared certain schemes where unemployed persons would be brought together but the thing has not been implemented, because, somehow or other, things were not pushed properly. Now having found that in other countries they have been doing well, we are thinking on these lines. Very well. I still feel that we have the capacity to do these things here. I do hope that on things like this, all parties will work together. There should be no question of party rivalry. We must employ our unemployed people, give them work, give them housing facilities and also cheaper food. We want more food and we want to make our people happy. We cannot produce more food and we cannot make our people happy unless we work together and work hard.

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One word more, Sir. When I speak of food, I do not mean foodgrains alone. Although they are very important, what about other articles like vegetables and so on? As a matter of fact, vegetables are even more important. Prices of all those articles have been soaring high. If only we can have agriculture of a wide nature not only for the main foodgrains but for other items, also then we can curtail the prices of all these articles and curb this tendency to soaring living costs. Even in Delhi, ask any

caterers why they are unable to serve ample vegetables. Whenever you ask for vegetables, they say vegetables are very costly and so difficult to get. Why cannot they get them?

Therefore, I would appeal to the Government that they should have a new kind of plan and not merely go by the old any Western conceptions of classical economics. Thank you.

SHRI P. N. SAPRU (Uttar Pradesh): Mr. Chairman, I should like first of all to refer to the Public Service Commission and matters connected with it. Under the Constitution, members of the Public Service Commission, as we know, are ineligible for any further appointment under the Union Government. They have six years' tenure or at the age of 65 they have to retire whichever is earlier. They are not given any pension thereafter. This is a hardship.

I am not looking at it from their individual point of view. I think from the point of view of the country it is desirable that we should have men of ability and talent and educational experience on the Public Service Commission. It will be, in years to come, difficult to get the right type of men from our public life for these J Commissions. I hope, Sir, that this j matter will be looked into and that, I if necessary, the Constitution will be j amended in this respect.

Then, Sir, I should like to make a few observations regarding two subjects in which I feel vitally interested: one is health and the other is education. I would take up health first. The manner and the vigour with which we tackle our educational problems, on it would depend, to a large extent, the future of our coun-j try. We are visualising a society in which every individual will have an equal chance of making the best use of his life. Is it not necessary for a society of this character that we \ should have healthy men and we ■ should have well-educated man? I j have often felt that for most of our | labour trouble the cause is weak-

physique. Weak-physique is responsible for most of these troubles. They have to work hard in a bad climate and we do not take sufficient care or look after their nutrition.

Now, Sir, let me invite your attention to some of the problems of public health. Take leprosy. We have in this vast country only about 3 or 4 Government Leprosy Centres. There is a Leprosy Training Institute in Chengleput and there are about 68 other subsidiary centres. The work in combating this disease has been done by Christian missionaries and by the Ramakrishna Mission. We know, Sir, that this disease is now easily curable and I think, it is also preventable. It is not so contagious as Tuberculosis. Given clean and healthy surroundings, its incidence can be very much reduced. I should like the Health Minister to give us some idea of the work that is being done with regard to leprosy control. How many voluntary organisations has the Government helped in fighting this disease? Which are the voluntary organisations which are doing this work? To what extent have the recommendations of the Committee which reported on the control of leprosy in 1954—I think this committee was appointed by the Central Board of Public Health—have been implemented? Has any effort been made to assist the problem of inter-State migration of beggars suffering from leprosy? Has the present legislation in regard to leprosy control been reviewed and if not, what steps do the Government intend to take to coordinate the efforts in regard to leprosy control of various organisations of this country? Obviously, trained workers, imbued with humanitarian ideals, are needed for this purpose. What efforts are we making to get these trained workers? Sir, I would like also to say a word about the incidence of venereal diseases. Now my experience as a Member of the Bhole Committee was that they constituted a serious problem certainly in the port towns of our country. We are supposed to have opened 75 district clinics with 8 headquarters c*!fntc«.

For non-recurr expenditure for the purpose of V.D. Clinics what is the contribution which Government has made? Is there any propaganda about prophylactic measures and, if so, what is the nature of that propaganda? Some indication should be given to us of the steps that Government is taking to fight these venereal diseases which have an effect upon future generations.

Sir, I should like to say one or two words about indigenous medicines. Now my views about indigenous medicine are not likely to be popular with the House. I have very great respect for the contributions which our an-cestars made to the science of medicine in the old days. But four thousand years have elapsed since Ayurveda was developed. Now I should like to see researches made in Ayurvedic and Unani pharmacopia. I think we have got an institute in Rajkot for research. I would like to know what researches they have made. I would like to see Chairs of the History of Medicine instituted in medical colleges, Chairs of Medicine which would also give us a history of the growth of Ayurveda and Unani. But I do not understand this expression 'integrated system of medicine'. I understand the expression 'modern system of medicine'; I understand the expression 'Ayurvedic system of medicine'; I understand the expression 'Unani system of medicine', but I do not understand this hotchpotch called 'the integrated system of medicine' and I think that the poor man has a right to be protected against the people professing to practise a system which they do not know, or of which they know very imperfectly. I would like also, Sir, to say that we should increase the health facilities for our rural population. Now 'the position in the rural areas is very bad. We have got a little over 1,000 primary centres, but they are not very well equipped.

SHRI N. R. MALKANI (Nominated):
How is the position as regards everr pure water supply in the rural areas?

SHRI P. N. SAPRU: I was just coming to that. I now come to the question of water supply in the rural areas. Now it is most important from the point of view of prevention of diseases that there should be pure water supply. Two-thirds of what we are spending are on urban areas and one-third only on rural areas.

DR. W. S. BARLINGAY (Bombay): What about the restrictions which the Finance Department . . .

SHRI N. R. MALKANI: The Planning Commission.

DR. W. S. BARLINGAY: . . . have placed with regard to rural water-supply?

SHRI P. N. SAPRU: Yes; there should be protected water supply. As I was saying our primary health centres are 1,031. Some of them have not got even doctors and dispensaries. I now, come Sir, to the question of water supply and it is a very important one, and if we can settle the problem of this water supply in a really satisfactory manner, we shall have prevented much disease in this country. Our country is a country of epidemics, and we can check these epidemics only by supplying to our people pure water. The question of pure water supply should receive the greatest priority so far as health matters are concerned.

Now, Sir, I come to the question of education. Our Constitution visualises that there shall be free and compulsory education up to the age of fourteen at the expiry of 1960—ten years was the time-limit under the Constitution. Now we shall not be able to have free and compulsory education, until the end of the Third Five Year Plan, and that too for children between the ages of 6 and 11. In Britain which does not call itself a socialist country the school-leaving age limit is 15. Here under our Constitution the school-leaving age limit is 14, and this too we are not going to work up to in the prescribed period; we shall

not have worked up to it even at the end of the Third Five Year Plan. It is a lamentable state of things, because an uneducated electorate is an unwise electorate. It has become necessary in our own interests to educate our masses.

Passing on from the question of primary education to secondary education we find a deplorable state of affairs. I do not wish to go into the controversy of the 11th year or the 12th year higher secondary stage. In our State we have the system, we have an Intermediate Board of Studies and it takes 12 years for a person to get to the Intermediate stage. But the education in our secondary schools is very very poor. And why is it Very poor? I think the main reason why it is very poor is that the teachers are paid very poorly. The teachers represent a discontented lot today of the community. They are not happy with their surroundings, and their unhappiness spreads disaffection among the students. There must be improvement of secondary education; secondary education should be complete in itself. We should have schools or institutions which would provide vocational and technical education for men who are unfit for university education. There is a great deal of wastage in our educational system. More than 50 per cent, of the students who read up to the Intermediate standard or the High School standard fail to get a pass in the Matriculation examination or the High School examination or the Intermediate examination. This is a very unsatisfactory state of affairs.

I now come to the question of higher education. I have got before me the two reports of the U.P.S.C. and their comments on the examination results and on the candidates they examined which makes a very sad reading. They say:

"As a general rule, candidates do not show any real grasp of their subjects and their answers are mainly based on cramming. This lack of grasp is brought out prominently at the interviews. The combined exa-

mination for the I.A.S., I.P.S., I.F.S. and other Central Services produces a number of bright and intelligent young men whose personality and mental qualities are of a high standard and who are quite fit for the service for which they are recruited. But it must be remembered even there that only a few hundreds are selected out of over 6,000 candidates who actually take the examination.

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The Commission have to point out their experience that the present system of education leaves much to be desired so far as the development of the mind and attitudes of the candidates is concerned. The tone of discipline, the level of academic achievement to be aimed at and the methods of promotion from lower classes to higher classes have all, no doubt, a bearing on the standard of education."

This was said in their report in 1957. The same thing is repeated by them in their report in 1958 and the question which has to be asked is, why is University education so defective? One reason for the defective character of our university education is that the top men in our universities do not care to enter the educational service. They would like to enter the I.A.S., they would like to enter the Combined Services, they would prefer commercial firms to the I.A.S., and the Combined Services or State Services. The men who are of inferior quality take to the profession of education today. Can you expect men of this calibre to advance this country culturally or scientifically? Can they put this country on the map of the world in science or in culture? I don't think it is possible for them to do so. Your standards of discipline are going down. Our young men are not able to express themselves in any language, be it English, Hindi or their own regional tongue. This is a matter which requires very serious thought. The University Grants Commission, so ably presided over by Mr. Deshmukh, has gone into this problem. They have suggested a three-year degree course

but the three-year degree course by itself is not going to be a recipe for everything. What you want is to improve the quality of your university teaching and that quality you will not be able to improve until you get more cooperation from your teachers and until you have as teachers men who are absolutely first-class, who can give a good account of themselves as teachers and as research people. I know that the main responsibility for education is that of the State Governments but we have the University Grants Commission. The Centre has responsibility also both in regard to health and education and it is right and proper that we who are aspiring to be a Welfare State, who are aspiring to progress in the socialist direction, should attach importance to certain things which make decent nations great. A nation can neglect basic scholarship only at its peril and I hope that we shall not neglect basic scholarship in our country. I hope we shall not neglect research in our country. I hope that we realize and we appreciate the advantages of higher education because it is education, it is scientific education, which has given Russia the pre-eminence that it enjoys in the scientific world. It is education which has given America—the United States of America—the very important position that it occupies in the scientific world. It is education which has made Britain and France great countries and great peoples and I think the time has come when we should devote our attention to education. I could talk about co-operatives and other matters but I have taken a good deal of time, I don't wish to tire the House and exhaust your patience by talking about things about which others may talk. Thank you.

SHRI JASWANT SINGH (Rajasthan): Mr. Chairman, I would like to speak today on a matter pertaining to my State of Rajasthan and which is a matter of life and death as far as the people of Rajasthan are concerned. In this connection I would recall the visit of the Minister for Civil Expenditure to Rajasthan particularly to Jai-

[Shri Jaswant Singh.]

pur in the first week of February this year when he came to tackle the problem of smuggling on the border. In that connection the Government of Rajasthan raised with him the question of the maintenance of a border force in Rajasthan. The Minister gave us the assurance that he would look into the matter and try to secure a reappraisal of the situation. Since then 4 or 5 months have passed but we don't know what has happened to that matter. In this connection I would like to submit that Rajasthan was asked to post its own constabulary on the international border of India and Pakistan. Before 1950 the Indian Army was posted on the border. In 1950 the Indian Forces were withdrawn and the duty to safeguard the border devolved on the Government of Rajasthan. At present they have engaged 5,000 men and 200 officers and it is costing the exchequer of Rajasthan an annual amount of Rs. 65 lakhs. Rajasthan legitimately feels that this burden is not their legitimate charge and that the Centre should bear this burden. It has been noted that similar kind of expenditure is met by the Centre for safeguarding the border by the States of Assam and Bombay and therefore we feel that it is a discriminatory action on the part of the Central Government that Rajasthan is not given this amount which they are spending on behalf of the Central Government. It is for this that the Rajasthan Government have put up a representation to the Government of India and when the Minister visited Rajasthan in the month of February, this matter was thoroughly discussed with him but so far no relief has been given. From the point of view of the Government of India and particularly of the Minister for Civil Expenditure, money is more important and he put emphasis on the point of smuggling but we, the people of Rajasthan, feel that human lives are more important than money and we know that the Government of India is not helping us in this direction as much as they should do. As far as Rajasthan is concerned, we have got a common border with Paki-

running to hundreds or even thousands of miles and it is to our regret that the Union Government do not attach any importance to the troubles we are having with Pakistan. Whether in diplomatic language or otherwise, we may call Pakistan our neighbour and a friend but it is a fact that they treat us as enemies and they always act as an enemy would do.

12 NOON

Sir, the question of dacoits being I harboured by Pakistan has been raised by me in the question hour several times, but no satisfactory answer has ever been given, nor have they explained to me in private what the difficulties of the Government are. All that we can understand is that they are not interested at all about the sufferings that the people are now undergoing. We can well understand why they do not understand the depth of suffering, because the shoe is pinching somebody else. But even then, we do feel that as the Government of India it is their duty to offer relief to the people in this direction.

I would, in this connection, submit what has been the consequence of the Government not bearing this expenditure or sharing this expenditure of Rs. 65 lakhs which the Rajasthan Government can ill afford to bear. The consequence has been that they have not been able to deploy the sanctioned strength of the armed constabulary. Then they have not been able to give them as many vehicles as are neces-

I sary. They have not been able to arm
I them to the extent that it is necessary.
I The result is that the Indian dacoits, having to their credit some hundred murders, take shelter in Pakistan. It may be said that they are even given asylum by the Pakistan Government.

I And then they regularly raid the
j Indian territory.

I would submit in this connection that it is baffling to see what wonderful equipment these dacoits possess. i They have got better transport than j the Government of India can afford to supply to our men. When they want camels, they have the best of camels

which our constabulary cannot get. When they need jeeps or cars, they have better jeeps or cars to negotiate these difficult terrains than the Rajasthan constabulary or the Government of India can get. Then with regard to the precision arms that they possess, it is astounding how they can lay their hands on such precision arms and amunitions as are the most up-to-date. These dacoits whenever they are cornered by our constabulary, get the aid of the Pakistan police force and sometimes even their armed forces come to their aid to take them out of our clutches. This is what is happening when they are cornered. But the seriousness of the situation is not realised by the Central Government in the least and that is a matter of very great regret so far as the people in Rajas-are concerned.

I would in this connection submit feat during the months of January and February, rather from the 21st of -January to the 7th of February, during those three weeks, these dacoits who are Indian nationals who had been given shelter by Pakistan, made three successful raids. The other day, rather only yesterday, Dr. Kunzru was referring to espionage and the shooting down of our Canberra and he was naturally greatly surprised at the espionage work which helped the Pakistanis to track the Canberra. Similarly, whenever these harassments of the people of Rajasthan happen, these dacoits have their methods of espionage. They raid the locality and kidnap those whom they want. During these weeks they made three raids and every time they kidnapped two persons and then they went to Pakistan from where they sent messages to the relatives to say that if a certain ransom was given by a certain date, these persons would be released, otherwise they would be killed. But the Rajasthan Government is helpless and the Central Government is also helpless. They are afraid of the very name of Pakistan. The Defence Minister may make long speeches and he may threaten Pakistan. But they just "laugh at him. They laugh at this

country which cannot do anything about their own nationals. We give sermons and lectures on morality, or civilization and what not but we cannot meet the enemy on his own terms. Sir, we the people of Rajasthan feel this very much. We feel that the Government is failing in their duty in not affording them protection in the matter of law and order.

Another most important thing happened recently with regard to these dacoits, as recent as the 2nd of April, this very month. Sir, the betrothal or engagment ceremony took place between a girl and a young man. Now, this was a Rajput girl and it is the custom with them that once the engagement is made it cannot be bro-

■ ken, and if the girl's parents married ! off the girl to somebody else, then the boy would lose his good name, *hie* prestige before the community, and he cannot show his face to anyone. Sometime back when the States existed, ¹ when there were complaints the peo-I pie got remedies. Remedy could be I given, and engagements could not easi-
 ■ ly be broken. But in this case, the girl's parents for some reason or other felt that they should marry the girl to somebody else and so without inform-
 ! ing this young man they arranged her
 ! wedding on a particular day so that this young man to whom she was
 j already engaged may not know about
 ' this affair. But somehow or other, he came to know of it and he knocked at
 j the doors of the Government and could
 i not get any relief from anywhere. And then this young man contacted these dacoits in Pakistan. When *he Indian Government could not give him redress, he asked them for help. And Sir, it is baffling and astounding how these very raiders of dacoits came in
 j an organised form into the interior of this country and took away this girl.
 ! In spite of the fact that they are
 I dacoits, they have a code of honour
 ! and a very high sense of honour. They would not molest a woman.
 j They took away this girl and have
 I made arrangements for this girl being married to the very man to whom she
 ; had been engaged sometime ago. Sir,

[Shri Jaswant Singh:] It is a matter of very great regret and there cannot be a bigger condemnation of the Government • (*Time bell rings.*) Sir, I will take only two more minutes. It is a condemnation of the Government that they cannot provide protection whereas dacoits from another country can give redress or relief and do justice. Sir, this is the biggest condemnation that any government can have as far as law and order is concerned.

DR. R. B. GOUR (Andhra Pradesh): Condemnation at the hands of dacoits.

SHRI JASWANT SINGH: No, condemnation at the hands of the people, because they cannot get relief from the Government and so they have to get the dacoits to give them relief.

Lastly, Sir, in another minute, I shall refer to another matter. The resourcefulness of these dacoits is something wonderful. They come in the garb of congress volunteers. It is a fact and I can show it from the records of the police of Rajasthan. They wear Gandhi caps and they put on Jawahar jackets.

DR. R. B. GOUR: Is it vice versa also?

CHAIRMAN: Order, order.

SHRI JASWANT SINGH: They visit these villages. Of course, they fly the Congress flag on their jeeps. They ask the people for a list of their grievances.

SHRI RAJENDRA PRATAP SINHA (Bihar): Are they members of the . . .

SHRI JASWANT SINGH: My time is up and I want to finish soon. These people collect funds in the name of congress. They say that they are collecting fund for the Congress and tell the people that all their grievances would be redressed and so on and so forth. For the night they put up in a rich man's house, commit robbery and move away in early hours. This racket has been going on for months in the district of Bikaner and every-

where the technique is so ingenious that no suspicion can ever be had of such people. They have become so bold that they are going about openly and everyone also knows that these so-called volunteers are not the real volunteers, and these people are creating havoc in the countryside. Recently, one gang was caught at Nokha. This gang had already committed dacoity in half a dozen places and had run away with thousands and thousands of rupees. These people feel that this technique is the most paying one. I would, therefore, submit that the Government should kindly pay some attention to the question of law and order in Rajasthan. If it is not done, then we can only feel that it has failed in its duty.

THE MINISTER OF DEFENCE (SHRI: V. K. KRISHNA MENON) : Mr. Chairman, I listened with attention and with the respect that is legitimately due and which I am prepared to pay, to the observations made by the first speaker in this debate yesterday in respect of matters concerning Defence. I am sorry, Mr. Chairman, I had to leave on urgent Government business before the matter was over but I have read that speech and the speeches that fol-

lowed afterwards. While I would share your view and of the others that Government should not take too much time in these debates, matters have been raised which on the one hand assist Government in placing

before the House material which is helpful not only for informing the House but for increasing the morale of the forces also on the other, and there are statements made which, I regret, create the impression that they relate to the generality of conditions rather than to particular instances even if they are proved and would be a criticism not only of the administration but of the whole way of the conception of administration of the Defence Forces. If I may say so with respect, I welcome these observations and I will do my best to answer them. It would not be possible to answer them in the details as required within

the time that is available because, as you know, Sir, you can offer a criticism in one sentence, but if the answer has to be made, one has got to cover the whole ground.

The first of these criticisms made yesterday by Pandit Kunzru relates to the provision of facilities for the families of the Air Force, the provision of accommodation as well as the payment of compensation and other concessions in view of the risks that they undertake. Government are in full agreement with that and to the extent that our resources permit, we are doing so and further consideration is to be given to this matter. The flying hazards of Air Force Officers in the General Duties Branch are accepted. Their emoluments have been increased by Rs. 75 per month in the case of Pilot Officers and proportionately smaller amounts in the case of higher officers. The higher an officer, the lower is the bounty he gets. In addition to this—the increase is to his normal pay just like Dearness Allowance—if he is flying, if he flies 72 hours, a Pilot Officer gets a bounty. I would call these bounties. In the case of a Flight-Lieutenant, it comes to Rs. 1800 per year. In the case of a Squadron-Leader it is Rs. 1500 a year and in the case a Group Captain, it is about Rs. 1200 a year. These are under consideration at the present moment with a view to increasing these figures if financial resources and concurrence are available.

A reference to insurance was made. It is a coincidence that the observation came at the very time when this matter is under active consideration for the last few weeks. Air Force Officers, as things are at present, can insure themselves up to Rs. 20,000 under the Government Postal Life Insurance scheme at the normal premium. That is to say, they pay the normal premium and the extra premium that may be demanded on account of the risks to which flying is subject is paid by Government. We think this is a very good arrangement whereby we do not give insurance premia to these

I people above what is applicable to ordinary civil servants but taking into account the flying risks we meet the extra premia. It is also a fact that there are pensionary awards available to officers in all the Defence Services from Rs. 150 to Rs. 400 per month according to the rank of the

I officer. There is relief to the I widows and children ranging from Rs. 360 to Rs. 600 per year. The same is the case in regard to educational allowances. There are awards to dependents other than widows and children in certain cases. Lump sum gratuities are available to them under proper conditions—to the widows of the officers—ranging from Rs. 1335 to Rs. 16,000 according to the rank, if an officer dies while on flying duty in a Service Aircraft or while being carried on duty in a Service Aircraft. I am free to admit that no Member of the Government can speak for himself but it is an expression of opinion that we cannot pay too much to these people in many ways but we are limited by what resources are available and attempts are being made within the

j Budget allocations to improve these conditions.

The next important point that was made is with regard to accommodation. It is true that accommodation in the Armed Services, particularly married accommodation, is very short and even the entitlements as laid down by Government would be regarded in countries of higher standard than ours, of higher capacity than ours as extremely low, but I would like to say that there has been considerable advance in this matter. We spent Rs. 81 lakhs in 1956-57 on domestic accommodation. In the following year, 1957-58, it was Rs. 140 lakhs and in the last year we spent Rs. 230 lakhs. For the next year we shall spend Rs. 371 lakhs. For the first time almost, I think I am correct in saying this, there have been no surrenders on this item back to the Treasury. All the money that was available has been used. It is quite true that if all the personnel of the Defence Forces have to be accommodated and all our equipment has to

[Shri V. K. Krishna Menon.]

be covered, it will require a very considerable amount of money than at present available but there have been certain measures taken in the Defence Ministry which have enabled us to spread out this money further by the revising of specifications, by the improvement of methods of construction and the general enthusiasm that is created in the Services themselves. Although in the forward areas, what are called K.L.P. areas, no permanent accommodation can be built, these quarters are coming up in many places. This applies to the Air Force, the Navy and the Army. Since Pandit Kunzru has made particular reference to the Air force, I give below the figures relating to the provision of married accommodation for officers and airmen. On the 31st March 1958, there was a total deficiency of 680 quarters for Officers and 3428 for airmen. To meet this shortage, the construction of 142 Officers' quarters and 382 airmen's quarters was planned during 1958-59 and they are very nearly getting completed. It is planned to construct another 168 officers' quarters and 1245 airmen's quarters in 1959-60. The total expenditure for the Defence Ministry during the years 1957-58 on capital construction was Rs. 10 crores which went upto Rs. 1236 crores in 1958-59 and for the next year provision has been made for Rs. 14'04 crores. It is our experience that the amount of accommodation that this money is yielding is improving, as I mentioned a while ago.

Then there is the question of education. Pandit Kunzru made reference to two particular schools, the Lawrence Schools. Now, these Schools are not under the Defence Ministry. They were handed over to the Ministry of Education soon after partition. The hon. Member knows a great deal more about these matters than I do. He has been associated with Defence matters even many years before independence. But in these schools forty per cent of the accommodation is reserved for army children, for Defence children. For them twenty

per cent are scholarship places provided by us. Then, there are what are called K.G. schools, where Hindi is compulsory and there fifty per cent of the accommodation is reserved for the children of Junior Commissioned Officers and non-commissioned officers. The remaining fifty per cent is given to officers and outsiders, because there is always accommodation available. In addition to these, there are, in all these schools, scholarships outside what I have said, which are based upon the means of the scholar who is going there as well as on merit. Now, this is, Mr. Chairman, what is provided, what may be called officially provided. But I think a larger part of the education and a very commendable contribution to this is made by the troops themselves, by the officers and men. There are 129 primary schools in units and for these we provide only accommodation, furniture, water and electricity. Practically in every place where there are army units or other units, this kind of education is provided and I think it is only right to say a word of commendation not only in regard to the officers of the army, but the officers' wives and families who are largely responsible for getting these institutions going and keeping them in working order. If I may say so, if one were to look at them, they are good schools, they are certainly much better schools in comparison with their neighbours. I hope the Education Minister would not mind.

DR. H. N. KUNZRU: (Uttar Pradesh) : Are these regimental schools that the Defence Minister has referred to?

SHRI V. K. KRISHNA MENON: They are regimental schools in the sense that we provide the accommodation, we provide the furniture, we provide the electricity. But a considerable part of the money comes from voluntary contributions. The organisation comes from them. In addition to this, in every place where there are smaller units and there are no schools and we cannot make these

schools available, then the army in most cases provides free transport for the children of the Junior Commissioned Officers and Non-Commissioned Officers. Last year a new scheme of a contributory character was introduced. At the present moment it is confined to officers, because we have to see how it works and now we are contemplating extending it to the Other Ranks. But, of course, there problems are involved. In this contributory scheme every officer contributes Rs. 5 a month to the education funds. They manage it themselves. Rupees five a month is contributed by each officer for the education of children between the ages of 11 and 17. Government provides an equal amount of money. That is to say, for every rupee that they contribute, Government contributes one rupee. In addition to this, these schools derive the benefit of what are called the profits of the canteen. The canteens are largely run by voluntary labour, voluntary assistance and a part of these profits is devoted for educational purposes. In that way education has considerably expanded. But it would be wrong to say that we are anywhere near where we should be. Now, a question was asked as to whether we could not increase the scope and the number of these K.G. schools. Speaking for myself again—but a Minister cannot speak entirely for himself—it would be a good thing if it was done. But as hon. Members know, we have to take into account the problems of other Ministries, availability and so on. This matter is fully under consideration. What we have done is to try and expand the capacity of the schools as they exist, that is, within the existing rules and procedures we are doing the best we can in this respect. For example, when one of the K.G. schools is moved from Nowgong to Punjab, it is our hope that its capacity will be doubled. I would like to say here from my own experience that the need for this kind of schools is great because the army is able to draw material not

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only at a very early stage, but also these schools give better education and discipline to the boys. While it is not the function of the Defence Ministry to take over education, it would be a very good auxiliary service, especially in the conditions of discipline in our country. But these are matters which must be interdepartmentally discussed.

The next matter to which reference was made was with regard to the Joint General Staff. Now, we have after independence—Government in its wisdom—decided to abolish the office of the Commander-in-Chief of the Indian Army, C.-in-C. in India, as he was called, an inheritance from the imperial days. The reasons for it were many, because at that time when the Commander-in-Chief of the Army existed, the army was the only mentionable fighting force. Then, came the Air Force which has undergone development. The House would not want me to go into the question of the quantities or sizes. And the Navy also has become a balanced Navy, which, though it is a very small one, is of an appreciable size compared with the navies from Melbourne to Europe. Therefore, it was thought at that time that each of the Services should have separate Chiefs and they have separate Chiefs. But there is no Staff Council in the sense normally contemplated, which, if I may say so, is very much a pre-war idea. In the United Kingdom the Services are getting together rather than away and from the administrative point of view, the Defence Ministry introduces its own budget. It spends its own money without any undue control from the Treasury and gets on very well with it. What I want to say is that in the case of modern armies where combined operations have become so very necessary, where economy is necessary so that the same equipment is not duplicated over places, where the Air Chief must be in consultation with the Army Chief and the Navy Chief and there should be a degree of camaraderie and fraternity between the officers, it will

[Shri V. K. Krishna Menon.] be a great mistake, in my opinion and in the opinion of those who work with me, to move backwards, because things were so twenty years ago somewhere else. But that is not to say that there should not be degrees of autonomy on the one hand and a sense of independence of the Services, and on the other co-ordination. Therefore, there are large numbers of bodies co-ordinating at present each of the three Service Headquarters. They have got separate General Staffs. All important military matters, including the inter-Services aspect of military problems—for example the National Defence Academy is one of them and the National Cadet Corps is another—are studied by the Chiefs of Staff Committee. The Chiefs of Staff Committee consists of the three Chiefs of Staff and very often—and I hope it will become the invariable practice—they will call in the Scientific Adviser to attend. Both the Defence Secretary and the Minister are constantly in touch with them and if informal meetings are required, they are always available. The Chiefs of Staff Committee performs these co-ordinating functions. Several subordinate committees are set up. There are the Joint Planning Committee, the Joint Intelligence Committee, the Joint Communications and Electronics Committee, the Joint Training Committee, the Joint Administrative Planning Committee, a series of them, which all deal with the more detailed work of co-ordination. The recommendations of the sub-committees come before the Chiefs of Staff Committee and then they come before the Defence Minister, which means they really go to the Defence Minister's Committee and the Defence Minister takes the responsibility. It is our view that the existing arrangements provide in the circumstances of our country a satisfactory organisation. No doubt if changes are required, they must grow on our native stem. That is our view.

Now, another hon. Member raised the question of ministerial division

in the Services, placing each Service under a separate Minister. Of course, this has to be considered not by the Defence Ministry, but at very higher levels, but it has been under consideration at various times. As I said, in the United Kingdom, when the Defence Minister was first appointed, he had no functions in the sense that he could not sign any order, he could not put his signature on anything. All he could do was to influence the Secretary of State for War and make him issue an order. Now, they have moved away from that and today he, as the Minister of Defence, is responsible to Parliament for all the three Services. This is the tendency, the growth of combined operations. Even in our own country today we have in India array schools. We have land-air schools, and one would be set up in Hyderabad. There are sea-air schools, and I hope there will be land-sea schools later on. It is necessary to co-ordinate these functions in this way. Sir, about the Staff Colleges, either they may be joint institutions or institutions of one Service with the other Services taking advantage of it. These are the positions in regard to joint working and co-ordination as between the Services, I hope it will not be the view of hon. Members that we should introduce into this country the kind of rivalry that exists in other countries—I will not name them—between the three-Services, and a civil war goes on between the people who should be prepared if the war came from some other country and, therefore, we try to avoid it as far as possible. And I am happy to say that in the Services and the Ranks—whether it is the Other Ranks, Non-Commissioned Officers or Junior Commissioned-Officers or the Higher Ranks—there is the recognition that they are all part of the defence forces of this country, and even in ceremonial or social functions, token representations are provided for.

I believe hon. Members speaking-yesterday were not so much criticising

the upgrading of certain senior posts, but were referring to the fact that posts have been filled up by people who are not qualified to do so, and what is more, that in many cases people who are qualified have been overlooked, and in other words, it is not all fair and square, there are perhaps personal elements or nepotism or laxity or whatever it may be. Now Parliament is entitled to make this criticism, but I would respectfully submit, Mr. Chairman, that unless there are very good reasons for it, a general statement of this character has the effect of lowering morale in the Army, of giving assistance to elements that may be disgruntled. There is not a soldier—I suppose certainly there is not an officer—who goes into the Army who probably does not think he should become the Chief of the Army Staff. That is an old, old story that a soldier has got a Field-Marshal's baton in his grasp. Therefore each one knows for better how to run the Army than the highest Commander himself. But now having made those generalisations, if the hon. Member had merely said he had heard of one instance, I would look into it; I would have nothing to say at all. , Eves*now I would not object to it, but I would like to point out what the facts are. I believe in the course of the interruptions and the exchanges that took place, it was said that some one instance had come to his notice where some officer had not done command and had been taken on to one of the staff jobs. First of all, Sir, may I say there is no harm in exposing these figures, I suppose? There are well over 800 officers of this particular Rank. I believe I have the idea as to whom he was referring. There are, 800 officers in this Rank. Now, first of all, when there are 800 officers if there is one instance which really went wrong, that would not apply to the generality of them because there are 799 still left. But the hon. Member placed the information on the floor of the House. There is not one instance; there are

two instances where it may be said

that this is right. On a deeper and closer examination, the position is this that every officer who takes a staff job, every officer who is promoted to a particular position at a particular position, must do unit command. But no officer in the Defence Forces is promoted permanently at the first time. Every officer occupies an acting rank, first of all, for a long time and he is made substantive only after he has gone through this thing. There is no law that provides that he must first do the unit command job and do the other job afterwards. That depends upon the exigencies of the Service. Now in these two cases, the exigencies of the service are in that way. There may not be unit command available in his own particular unit or particular line, whatever you may call it. It has happened in that way. Promotion is due for a person; he is wanted in a particular place; he cannot take on to unit command because it is already filled over there. What happens is this. He does staff first for two or three years, then he goes to unit command; but he does not become substantive till he has gone through all this. So far as I am aware, this rule is always observed. I can quite openly confess that there can be a difference of opinion as amongst six officers, when there are two officers' posts as to which one is fitter. All the six are best and expect promotion. And we can only select two out of them like a competitive examination. Those who do not get into the competitive examination cannot be regarded as unsuitable for that reason. That is the position.

Having said that, Mr. Chairman, I think it is only right that the House should be seized of the fact that these promotions in the Army are not made by one individual. They go before the Selection Boards of various kinds. Each person is marked separately and then afterwards assessed. They are looked into again, go] through the different Boards for

[Shri V. K. Krishna Menon.] different kinds of promotion and finally, not the categories to which the hon. Member referred, in the case of higher promotions, they really come to the Minister. But, of course the Minister has the right to over-rule any of these promotions and what is more, he has the time to do so because a man is still acting, he is not substantive.

Now with regard to supersessions, here I must submit to the House the frank opinion of the Government on this question. There have been supersessions and what is more, there will be more supersessions because the Army must eat the leadership based upon efficiency and not upon the doctrine of the dead man's shoes.

Then questions have been asked whether we have not retired some people prematurely. I am not aware of any premature retirement. There might have been retirement of people where we allow people to go when their time is up and not give them extension. Where the experience . . .

DR. H. N. KUNZRU: I did not say that any officer had been prematurely retired.

SHRI V. K. KRISHNA MENON: I stand corrected if that was so. But there may be cases; they may ask, why did you send him away? He was fit; he was young, why did you not use him? Our difficulty is, if we keep all these top ranks choked with these people, what are we to do with young people? As it is we have difficulty—I will come to that in a moment—of attracting young men to come into the Armed Forces. Now, therefore, when the top is so narrow, we have sometimes to take the ruthless position that the untried persons with qualifications, who have shown the stamina and the fibre and the quality for these things, are to go up. I wonder . . .

SHRI BHUPESH GUPTA: What about promoting from the Ranks?

SHRI V. K. KRISHNA MENON: That is entirely another question. For promoting from the Ranks, there is a certain proportion that goes up from the Ranks and the hon. Member would have to take account of the fact that the Defence Forces today even more than at any other time are an expert business, not like politics where anybody can get up and speak. You have got to go through the whole university of training, and unless the man has got initial qualifications, it is not possible, and therefore from the Ranks come up a certain number who become J.C.Os. and they get commissions in many cases. There are numbers of Junior Commissioned men who get honorary commissions; they get salary for it, not honorary in any other sense, and they come up well. In the Indian Army, indeed in any other army, it is not possible to function without these intermediary officers. In our case, we have not the money, and our educational position and others are such that we require these people in our Army. They are called by every name, but they exist. More care is being given to the promotions of people from the Ranks. The difficulty will be that time will come when fewer men will come into the Ranks because the son of a J.C.O. today goes to the Military College—even from the Other Ranks, ex-Other Ranks, he goes to the Military College—and becomes an officer. I believe there have been instances where the sons of Other Ranks are officers in regiments while the fathers are still serving as members of the Other Ranks. If it is suggested that there are certain social distinctions, that is unfactual. We are . . .

SHRI BHUPESH GUPTA: I wanted to find out from him whether conditions have been created which make it possible to go up. This is all that I wanted. I take it that there would be expert knowledge necessary.

SHRI V. K. KRISHNA MENON: Officers come in the Army in three

•ways. Either they go as boys to the National Academy and they pass out as Cadets when they go to the Military College and they become Commissioned Officers or from the college after taking their degree or whatever it may be either in the technical or other side, they go directly into the Military College—I am dealing with the Army alone—and become officers. The others are those who are promoted from the Ranks. We have very high officers who have served both in the Army and in the Air Force. For example take the Air Force. An officer today who is the Air Commodore is the head of the Maintenance Command in Kanpur and he has got many great achievements to his credit. He rose from the Ranks; he was what the British called 'Air Sepoy'—an engineer—and today, he is the head of the Maintenance Command, one of the three Commands in the Air Force. Similarly there are in the army—because there are large numbers one cannot carry in one's head the numbers of the people—and there is a definite proportion that comes from the ranks. Now Mr. Bhupesh Gupta asked whether any deliberate attempt was made in this way. First of all these schools that Pandit Kunzru referred to are one of the channels through which the younger generation can be educated to be able to take on this responsibility. We cannot in this matter merely be governed by theory or by the rule of sentiment. In a small army like ours which is, if I may say so, comparatively less developed from the point of view of equipment and mechanisation, a degree of education is required. It is not that they cannot lead the men. If it is merely an army which had to deal with rifles or lathis and fight as the people did, say, a hundred or two hundred years ago, it will be easier. But today all this technical education is necessary, and Government is considering—perhaps it would be premature for me to say so because the matter depends on financial concurrence and solution of other connected administrative prob-

lems—Government is considering reviving what used to exist in the British days called the Kitchener Colleges, where men of the ranks were sent after being for two years in the ranks. They sent people to what they called colleges to be made into officers. But they would only become Junior Commissioned Officers, because they would not have that general education, knowledge of electronics and mathematics or whatever is required for the purpose. So in every way we are trying to do this. But it is not possible, unless this country has a level of education where a person's education is comparable to another person's education, to abolish these distinctions.

DR. H. N. KUNZRU: May I ask the Defence Minister a question while he is explaining the method of promotion of officers? Is it according to the present practice to appoint, say, to a Lt.-Colonel's post in the G.H.Q. an officer who has not commanded a unit and who has not passed the Staff College examination?

SHRI V. K. KRISHNA MENON: Normally speaking it would not be done, but it is not improper; it is not against any rule. However we have two cases—I do not know how long it will take if you want to go into these details—we have two cases out of about 800 Lt.-Colonels who have been dealt with in this way, and if I gave *moj-e particulars* then the identity of the person would be located, but in both these cases they are still holding acting appointments. They are officers with very good records and, what is more, in one case we could not provide a unit command for him because there was no place. So when this term is over he will have to go back. In the other case—I am afraid I would be giving away the officer—in the other case, when he was put on this acting job he suddenly fell under the medical category. So we had to give him time to get over his medical category instead of pushing him out of the army or stopping his

[Shri V. K. Krishna Menon.] promotion. The House, I am sure, will agree in these matters. After all, if our officers are fit to command the army and responsible to that extent of the defence of our borders, surely this degree of confidence can be placed in them. And the particular instances that we are talking about are not about the higher commands. We are talking about the Lt.-Colonels at the present time, and as I said, there are 800 of them.

Then comes the question with regard to the Defence Academy. I share, if I may say so, the regret of everyone of the House that both the quality and the quantity of men who come into the Services could be better than it is. Now the reason why people do not come into the Defence Academy is not solely connected with defence in the particular circumstances of the country. In the old days the army was a profession which, both from the material point of view and perhaps even from the point of view of the esteem in which it was held by the society, was thought worth while by certain classes of people to go into. Today with industrial expansion, with the Legislatures functioning more effectively and public life being what it is, there are large numbers of openings for our educational establishments with whose products we have to compete. First of all the initial salary of a Commissioned Officer is not as attractive as that of an I.A.S. person. Now why should he take on risks which in the last analysis would mean sacrifice of his life, living away from his family, when he was in these schools and later at other place where he was posted? But it should not be forgotten that under the difficulties we live today these boys who are turned out of Wellington or Dehra Dun, even without a year at home are usually sent off to what may be called the forward areas and sometimes in some cases they have not come home for 5, 6 or 7 years. It is the parents after all who decide on the future of the boys; the decision is J

not made by the young man; it is made by his parents and they say it is a good career or it is not a good career and as the circumstances stand at present I am sorry to say that the army cannot be a good competitor. The emoluments and the terms and conditions of service in the business houses and industrial establishments are considerably larger, and what is more,—I hope this will not be misunderstood—the degree of criticisms that sometimes come from some quarters asking why should an officer have accommodation, if this kind of thing goes on here, and with great respect to Pandit Kunzru, even this feeling that people are being promoted, superseded out of turn and walked upon, this has got an effect though it is not purposely intended.

DR. H. N. KUNZRU: No. no.

SHRI V. K. KRISHNA MENON: I am not making a criticism; I am only making an objective analysis.

Now so far as the National Defence Academy is concerned, we are doing all the publicity we can, but nothing will cure it except making it attractive. Within the circumstances at present existing certain things have been done. One thing done is to make the army more attractive as a permanent career by allowing them to retire as Lt. Colonels instead of as Majors; that is to say, until the end of last year a young man who entered the army, by efflux of time, at the end of twenty-one years or whatever it is, would retire as a Major. Now we find that people do not think that is good enough, and that was one of the handicaps in people coming in. Now there is more or less what may be called a time scale—not exactly a time scale—which has been extended to the Lt.-Colonel, though still the conditions are not satisfactory because on account of financial considerations we have to make some restricted modifications.

Similarly we have made provision for the education of children and

things of that character. But the fact is—though it obtains in other countries—we are not granting separation allowance—all these things are far in the future. Any officer usually has to provide for two establishments. In many cases, when he moves from place to place the education of his children beyond a certain level becomes difficult. Conditions in the army are not attractive. Then again if *one* may venture an opinion, the way of selection in the National Defence Academy, while it is constitutionally correct, whilst approved by Parliament, is not regarded by those who are connected with defence, as the best form of doing it. A boy scores very high marks but he is not necessarily the best officer material and the consideration that would have to be given sometimes to a degree of what may be called talent-spotting is only an opinion at the moment, because there are no decisions on this matter.

May I go back and say, Sir, that in these King George's Schools the fees that are paid by the children of J.C.O's. and N.C.O's. is only 10 per cent of the salary as against Rs. 125]—which is the proper fee.

[MR. DEPUTY CHAIRMAN in the Chair.]

A good many things in this way of-trying to make the services more attractive have been done, but I believe more than anything else that if it were possible for the young men who come to feel that there is more room at the top in the army than there is at present, and what is more, if an increasing degree of public esteem arises and there is security in the sense that there is provision for the education of their children, we should attract more people into the army. But at the present moment one does not see the possibility in this matter from the economic and financial condition of the country. The next speaker made a reference to the Navy of India and various other matters. There has been an expansion of the fleet. I think some time last year the Indian Flotilla became

the Indian Fleet and the Cruiser "Mysore", which is now the Flagship of the Navy, joined in 1957. A number of Frigates have been joined on. Anti-aircraft units have now joined the Services and an Aircraft Carrier will join in 1961.

Sir, questions were also asked: Why is it that more money has been added to this list of salaries, salaries of officers and not so much on the side of the men? The reason, of course, is that there has been no increase *in* the grades of these things. But we are making up the deficiency of the officers' cadre at the higher level, which had been left open in the past; it is being filled up through the pool that we have and thus the pay becomes more.

We were asked questions about what we have done in regard to the recommendations of the Estimates Committee. The recommendations of the Estimates Committee very largely reveal reconstruction of the M.E.S. and so on. I believe we have adopted a major part of these recommendations. Others are under examination. Some of them cannot be adopted.

The recommendation that Defence Production should be reorganised and placed under a separate department does not find favour with the Government. It does not fit in the organisation of our Armed Services. While the Ministry in England and here carry the same name, they are two entirely different institutions. These are all the points raised yesterday.

I was asked about the Canberra incident. I have placed before the House all the known facts in regard to the Canberra incident. I regret to say that the gentleman who spoke on Rajasthan a short while ago spoke in terms which one can only call defeatist. It was said that the Army can do nothing about it. An Army's business is war. After all, the frontiers of this country are protected according to the law as we lay it down. I think the Prime Minister

[Shri V. K. Krishna Menon.] has repeatedly announced the policy of the Government that we shall not engage in action as a result of provocation. It is not our business to create conditions that will create tumult in our land or anywhere also. Our business is to defend our borders. If there are incidents on the east or west, it has to be done. But what is the way to deal with it? This is again a public matter. Take a place like Tukurgram in eastern India. Would the House say that we have to wage war in order to assert ourselves over 200 or 300 acres of territory? We have not surrendered over the question, but what other action we should take is being taken. But it will neither be proper nor expedient to discuss it in the House. It will be a great mistake for Pakistan, which is the only party concerned, to misunderstand our patience or our forbearance in this matter as any sign of weakness. Our Armed Forces are in fine mettle and if they should be called upon to face an emergency, they are fully stretched. If they are called upon to face emergencies in aid of civil power, they would not be found wanting.

SHRI BHUPESH GUPTA: Sir, with your permission I would like to point out something about the administration. It appears that according to the new Pension Code an individual is eligible for pension only after attaining a minimum period of service, for 15 years, honest service. Many of them have to go to the Reserve and terminate their colour service between a period of seven years and twelve years. Therefore, a large number, of them do not become eligible for pension. This is what I understand. I do not know how far it is true. If it is so, may I know, Sir, what steps Government propose to take in order to make most of them eligible for pension?

SHRI V. K. KRISHNA MENON: This question, award matters of this character can only be subject to some

decision or even to active consideration after the Pay Commission has reported. While it is true that Army personnel are not before the Pay Commission, once the Pay Commission has submitted its report, we have to correlate its results with what obtains in the Army. Therefore, the hon. Member will have patience.

SHRI BHUPESH GUPTA: May I know, Sir, if the Pay Commission will include these things also?

SHRI V. K. KRISHNA MENON: It would not be either in the interest of the Army or the defence of the country to have a large number of officers and men examined by public commissions.

SHRI N. M. LINGAM (Madras): May I know, Sir, if the Defence Minister has anything to say on the latest statement by Pakistan on the Canberra incident?

SHRI V. K. KRISHNA MENON: I think I have said everything. I can add, if it is necessary, that I cannot be held responsible for the statement of the Government of Pakistan.

SHRI BHUPESH GUPTA: Nobody is holding you responsible.

STATEMENT *RE* GOVERNMENT BUSINESS

THE MINISTER OF PARLIAMENTARY AFFAIRS (SHRI SATYA NARAYAN SINHA) : Mr. Deputy Chairman, Sir, with your permission I rise to announce that Government Business for the week commencing Monday, the 27th April, 1959 will consist of—

1. Consideration and return of the Finance Bill, 1959, as passed by Lok Sabha.
2. Consideration and passing of the following Bills, as passed by Lok Sabha—
 - (i) Indian Lighthouse (Amendment) Bill.
 - (ii) Coal Grading (Repeal) Bill.
3. Consideration of motion for reference of the Arms Bill to a Joint Committee.